

A STUDY OF THE ORGANIZATION AND
ADMINISTRATION OF HIGH SCHOOL
INTERSCHOLASTIC ATHLETICS IN
NEWFOUNDLAND AND LABRADOR

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A STUDY OF THE ORGANIZATION AND ADMINISTRATION
OF HIGH SCHOOL INTERSCHOLASTIC ATHLETICS
IN NEWFOUNDLAND AND LABRADOR

by



Robert W. Maxwell, B.Sc.

An Internship Report submitted in partial fulfillment
of the requirements for the degree of
Master of Education

Department of Educational Administration
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Abstract

This study examined the organization and administration of high school interscholastic athletics in Newfoundland and Labrador. To complete the study an internship was undertaken through the offices of the Newfoundland - Labrador High School Athletic Federation (N.L.H.S.A.F.) in St. John's. Data were collected using a number of field study techniques including: structured interviews, document analysis, survey, and limited interaction observation.

Major findings and conclusions resulting from the internship include:

1. Development of a three-tiered organizational structure ensures input in decision-making from local, regional, and provincial levels.

2. N.L.H.S.A.F. programs are directed primarily at generating high levels of participation at the local school level to result in educational, social, and recreational benefits to the student.

3. Lack of school board policy, finances, and personnel shortages constrain maximum organizational development.

4. The principal plays an important role in initiating, supporting, and coordinating school athletic programs. To attain maximum program benefits, schools

need to appoint athletic directors to administer the overall interscholastic athletic program.

The study advanced the following recommendations:

1. Efforts should be made to equalize the high cost of delivering athletic programs at the local level.
2. School boards should initiate action to develop policies relevant to interscholastic athletics.
3. The Department of Education should demonstrate greater visible support for N.L.H.S.A.F. programs and increase interaction with other government departments in facilitating development, management, and delivery of N.L.H.S.A.F. programs.
4. School districts, N.L.H.S.A.F., and the Department of Education should endeavour to evaluate interscholastic athletic programs in terms of their contribution towards educational objectives, contribution to the student, and contribution to the school and society.

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CHAPTER 1

INTRODUCTION

Contemporary secondary schools have evolved from earlier institutions offering programs mainly restricted to the academic areas of mathematics and linguistics. These selective and highly academic institutions, somewhat limited in their scope and clientele, have grown into the comprehensive public high schools of today. (Frederick, 1959, p. 20) Currently, we are witnessing continuing movement in education towards a broader, life-centered approach to curriculum development. While few will question the necessity or value of a certain amount of academic orientation, benefit of additional experiences previously viewed as tangential to traditional education are now realized. One important consequence of this growth has been development of a "rich and varied extracurricular and recreation program". Frederick makes the following observation:



Where play was once thought to be a waste of precious hours and a sure road to a pauper's grave, if not to the pit of hell, play is now thought to be not only the right and privilege of youth, but an essential and vital phase of their education. (1959, p. 20)

A number of contemporary writers voice support for including extracurricular programs in schools. Robbins and Williams (1969) state:

Student activities serve the same purposes and functions as the required and elective courses in the curriculum. However, they provide experiences which are not included in formal courses of study. They permit students to make applications of knowledge acquired in various courses and to acquire concepts of democracy through democratic living.

The student activities, in addition to the regular instructional program, allow for a well-rounded, balanced program including intellectual, physical, social and emotional experiences. (p. viii)

Jacobson et al. list the following values which are fostered by such programs: (1) sportsmanship, (2) good citizenship, (3) student governance, (4) school loyalty, (5) training for leadership, and (6) fitting the school to the needs of the adolescent. (1973, p. 315) Yet, these benefits will not accrue without an effectively organized and administered program. Education is big business, not in terms of profit and loss, mergers, takeovers, or finance, but in terms of the complexity of tasks, goals, and interactions. Sound administrative practices are necessary to initiate, organize, and direct efforts and resources towards realization of program aims.

Forsythe and Keller (1977) stress the need for administrator involvement in interscholastic athletic programs, saying "without the local school and its organization for administering the athletic program, there would be no program". (p. 187) These researchers outline a number of tasks for the school administrator involved in interscholastic athletics:

The day is gone when, because a person has played outstanding football, basketball, or baseball in college, he or she may be considered adequately prepared to administer an effective educational athletic program. Such a program calls for well-defined organization and public relations, understanding of the relation between the school and the state athletic association, delegation of duties and responsibilities, understanding of eligibility and contest administrative regulations, relations with other schools. - ... Another important matter in the establishment of the program is that of determining the place of athletics with relation to physical education. (p. 188)

Clearly, interscholastic athletic programs, as do other educational endeavours, require thoughtfully planned organizational and administrative efforts if maximum program benefits are to be realized.

Statement of the Problem

The purpose of this internship was to study the organizational structure used to administer interscholastic athletic programs in Newfoundland and Labrador. More specifically, this study sought to answer the following questions:

- 1) Through what structures or processes is interest articulation and feedback generated into the organization?
- 2) What groups, bodies, or agencies influence development of N.L.H.S.A.F. policy?

- 3) In what form do communication channels exist between the N.L.H.S.A.F. and various publics?
- 4) What is the relationship between the N.L.H.S.A.F. and school boards regarding policy development for interscholastic athletics?
- 5) Are the resources which support interscholastic athletics distributed in such a manner as to ensure equality of opportunity to those schools offering such programs?
- 6) What role does the N.L.H.S.A.F. play in providing for and supporting athletic administration at the local level?

Rationale

Interscholastic athletics have played a predominant role as a part of student activities programs in North American schools during the past century. From the early games, organized and controlled by schoolboys, to the highly structured school athletic organizations of today, high school athletics have grown to occupy a widely recognized role in public education. In addition to providing leisure activities, athletic programs are recognized for their contribution to many of the overall aims and objectives of education. Keller (1982) identifies several outcomes of interscholastic athletic programs which complement the overall philosophy and objectives of the school. These include:

- 1) Mental, physical, and emotional development of individual students,
 - 2) Enhancement of the educational objectives of the school, providing experiences not otherwise afforded,
 - 3) Provision of wholesome recreation and entertainment to students and spectators,
 - 4) Fostering school spirit,
 - 5) Gaining community support for the school.
- (p. 33)

Broyles and Hay (1979) list such benefits as health, discipline, development of moral values, recognition, social competence, and emotional maturity as values derived from interscholastic athletics which accrue to the student athlete. (p. 5)

An examination of the Aims and Objectives (1965) for Newfoundland Schools reveals a number of overall aims which may not be fully realizable for all students in the absence of an interscholastic athletic program. Included among these are the following:

- 1) To help pupils to mature mentally.
- 2) To help pupils to mature emotionally.
- 3) To help pupils to make the best of their leisure time.
- 4) To help pupils to understand the human body and to practice the principles of good health.
- 5) To seek out and develop pupils' special talents potentialities and to assist them in developing their strengths and in overcoming or adjusting to handicaps and weaknesses. (pp. 5-6)

In addition to direct educational values and related service to the school, interscholastic athletic programs serve an important role in the community-at-large. Leisure education is becoming an increasingly important and visible endeavour in society. Federal and Provincial government incentives as well as the efforts of a growing number of public agencies, organizations, and interest groups attest not only to the need for both leisure outlets and services, but also for leisure education. The schools then, in developing athletic programs, are serving not only the aims and objectives of education but are serving an important function in society-at-large. This is happening in two ways: the schools are serving as leisure delivery agencies by providing wholesome activities for leisure-time fulfillment and are also educating young citizens in lifetime leisure concepts and skills. Given the relative affluence of today's society, the labor-saving benefits of technology, shorter workdays and weeks, and a more mobile population, leisure pursuits in general, and sports specifically, have become important components of our culture. In short, schools are playing important and leading roles as amateur sport advocates, leisure service delivery agents, and in educating for leisure. These roles are all related to the popular culture of sport and are directed at improving the quality of life in society.

Recent studies in the area of extracurricular school activities indicate that a great proportion of time, effort,

and money devoted to these activities is spent in the area of interscholastic athletics. In a study of administrative practices relevant to extracurricular programs in Newfoundland and Labrador regional high schools, Crocker (1973) found that over 80% of the schools surveyed included interscholastic athletics programs as a component of their student activities program. Furthermore, Crocker found that athletic programs were the most popular of any student activities offered. Snow (1978) notes the significant increase in both impact and outreach of the N.L.H.S.A.F.:

The Federation started its first year with a membership of four district associations and sponsored a provincial tournament in only one sport - hockey. Today, the organization represents twenty-three district associations sponsoring twenty-four provincial tournaments for boys and girls in ten different sports.
-(p. 26)

Federation records for the 1980-81 school year indicate participation by boys and girls in twelve sports with local registrations totalling over 13,900.

As in any endeavour involving groups of people striving to accomplish set goals, effective administration is a necessary component of interscholastic athletic organizations. Treslan and Matthews (1980) examined the organizational structure relevant to extracurricular programs centered in individual schools. With an absence of board-level involvement, the principal occupies a critical position in the organizational framework. They state:

Organizational structures seemed to be an evolutionary entity within each school, with the principal occupying a critical position in each organizational framework. ...At the board level, it was found that no articulated philosophy or policy existed to govern the operation, supervision, scheduling, or evaluation of seemingly successful extracurricular programs in this school district. In fact, the principal was largely responsible for all extracurricular policy. (p. 20)

The authors offer the following recommendations:

- 1) Divergent approaches to extracurricular programming ... suggest possible advantages of board level control.
.....
- 2) Administrators should examine their programs in light of educational returns in this area.
.....
- 3) Presently, the status of extracurricular programming in many schools results from an unorganized proliferation of activities not necessarily based on well-thought-out educational priorities. All administrators should examine and analyze both the purpose and value of extracurricular activities in light of established educational guidelines. ...Objectives should be formulated and procedures established for evaluating the extent to which these aims are being realized. (pp. 21-22)
.....

Ensuring that athletic goals and outcomes are in harmony with those of education is of paramount importance. Athletic programs must be managed so that emphasis and effort remain in perspective with these goals, and that the program does not, by design or neglect, become dominant over other worthwhile programs such as: music, dramatics, student

publications, clubs, or student government. Interscholastic athletics necessitate a high financial outlay, much more so than programs centered in individual schools. Administrative practices must ensure not only proper management of public funds which support such programs, but also equitable distribution of these resources.

The implications for administrative involvement in interscholastic athletics are clear: these programs must receive more than haphazard attention, and must be approached in the same professional manner within an organizational framework as other educational endeavours. Treslān (1978) cites several areas relevant to interscholastic athletics which require administrative and board-level attention. A synthesis of these recommendations includes:

- 1) developing supportive policy regarding the educational contribution of athletics,
- 2) creating viable access channels for information flow among teachers, administrators, students, and parents in the policy development process, and
- 3) establishing, through policy and practise, adequate funding schemes for financing extracurricular activities.

Other educators in this province, while supporting the role athletics play in the education of youth, emphasize a need for involvement of administrators in the operation of athletic programs before meaningful outcomes are achieved. Murphy (1978), a high school principal and former president

of the N.L.H.S.A.F., makes the following comments:

... I hope that you will stand with me to defend sports in schools as a necessity; a responsibility our schools cannot ignore, as a mode of education unique for its double dimension of fulfilling a need of the body and a need of the mind in a single thrust. I believe sports for teenagers is necessary for their fullest maturation; and I also believe that it is imperative for our schools to provide the means whereby sports can be absorbed by young people.

The principal of a school plays the key role in the administration of the athletic program of the school. The administration of the local athletic program is the responsibility of the principal, ... no other aspect of the school's program is as open to the public gaze as is the sports program. (p. 47)

Murphy also offers crucial advice to maintaining the proper perspective of athletics to education, saying:

... make sure your inter-school program is built on the pyramid of a strong intra-mural program that is the result of a strong physical education program. If this is done, the tail does not wag the dog. Your program is then a solidly educational one. (p. 49)

Significance of the Study

This report should provide insight into the operation of the Newfoundland - Labrador High School Athletic Federation. Specifically, this study should have significance for the following groups:

- 1) school principals ultimately responsible for programing student activities in their schools,

- 2) teachers as potential coaches, officials, or administrators of interscholastic sports, and
- 3) school boards who must make policy regarding financing and supporting student activities.

Delimitations

This study is delimited to the organization and administration of high school interscholastic athletic programs in Newfoundland and Labrador. Furthermore, the study is restricted to examining those programs conducted under the auspices of the N.L.H.S.A.F..

Limitations

Results of this study may be limited by the following factors:

- 1) researcher bias,
- 2) timing and duration of the internship,
- 3) dependence on a restricted sample,
- 4) subjectivity of the interview respondents.

Definitions

Extracurricular programs: Those activities carried out under the auspices of the school in which participation is voluntary, not for credit, and not a part of the required school curriculum. Synonymous terms are: co-curricular activities, student activities, extra class activities, and activities programs.

Extramural activities: Extracurricular programs which involve participation with or competition against another school.

Interscholastic athletics: Athletic competition which entails competition against another school in sports.

Intramural athletics: Athletic activities which take place among students in the same school.

Newfoundland - Labrador High School Athletic Federation (N.L.H.S.A.F./The Federation): This organization administers, organizes, promotes, and finances high school interscholastic athletic programs in this province.

CHAPTER 2

REVIEW OF RELATED LITERATURE AND RESEARCH

Development of Extracurricular Programs

Although athletics, music, and similar activities were recognized as essential in the curricula of ancient Greece, it has only been during the twentieth century that these pursuits have been viewed as relevant to education in North America. (Ovard, 1966, p. 299) Frederick (1959), in discussing the historical development of student activities, outlines three periods through which extracurricular activities have evolved and discusses an emerging fourth. The period of "suppression" developed during the colonial days of the eighteenth century. This era witnessed overt opposition to play and recreation. By the early nineteenth century there was relaxation of penalties for participation in activities and, although educators continued to remain aloof from these "trivial" pursuits, this era was marked as a period of "toleration". During the period of "capitalization", from the late nineteenth century to the present, student activities have been viewed as important to the aims and objectives of education. Consequently, they are promoted, organized, and supported by educators. Graham (1964) notes the influence that John Dewey, who espoused the concept of the "whole child", had on the development and acceptance of student activities.

Frederick describes the period of "exploitation" as one in which the primary motive of the endeavour ceases to be the benefits to the child but, rather, the main motivating factor becomes "some benefit to the institution, the teacher, the coach, or the administrator in the sponsoring role".

Educational Value of Extracurricular Programs

Although there is a lack of empirical evidence for verifying claims to the value and benefits of extracurricular programs, numerous leading writers do make and support such claims. Koos (1926, cited in Jacobson et al., 1973), Trump (1944), Frederick (1959), Graham (1964), Karlin and Berger (1971), and Jacobson et al. (1973) cite the following as among the benefits resulting from extracurricular programs: educating for leadership and effective use of leisure time, developing friendships, improving relationships with teachers, developing school loyalty, fitting the school to the needs of the adolescent, developing sportsmanship, improving student governance, developing self-confidence, training in civic-social-moral leadership, and growth of responsible democratic citizenship.

Kando (1975) examines the sociology of participant sport and finds three distinct views as to the function or rationale of sport as a social utility. First, sports can be viewed in light of the functions they perform in terms of "the socialization of youngsters and novices into society, culture, and institutions". (p. 223) A second

view of the sociology of sport, again functional, is that which sees "the functional relationship between sport (along with leisure in general) and work". (Ibid.) The thinking here is that leisure activities may be related to, or a spillover from, work activities; or conversely, may compensate for work related deprivations. Kando also identifies the macrofunctionalist view which examines the function of leisure in terms of social system maintenance, adaptation, and goal-attainment. (Ibid.)

Educational Value of Interscholastic Athletics

The values of extracurricular sport are discussed by Healey and Healey (1976) who stress what some leading organizations and individuals have outlined as benefits derived from interscholastic athletic programs. These authors cite the following rationale for, and benefits of, interscholastic athletics as stated by the American Alliance of Health, Physical Education, and Recreation: (1962)

- 1) Athletics are of historical and social significance in our national culture.
- 2) Athletics are a means of providing "physical vigor and stamina" necessary for the defence of democracy.
- 3) Athletics develop habits, attitudes, and ideals requisite to ethical competition and effective cooperation in a free society.
- 4) Athletics provide a means of healthful and wholesome leisure living.
- 5) Athletics appeal to youth and can be used to aid in their "harmonious development". (p. 25)

The Educational Policies Commission comments as follows:

No motivation for the development of good health and rugged physical condition could be found that would approximate that provided by competitive athletics. The schools have chief responsibility for operating sound athletic activities as part of their educational programs. (1954, p. 13)

Bucher (1968) outlines the beneficial impact interscholastic athletics can have upon the student as follows:

- 1) Good sportsmanship,
 - 2) Cooperation,
 - 3) Acceptance of all persons regardless of race, creed, or origin,
 - 4) Traits of good citizenship,
 - 5) Leadership,
 - 6) Followership,
 - 7) Additional avenues for social acquaintances,
 - 8) Social poise and understanding of self.
- (pp. 567-569)

Broyles and Hall (1979) cite the development of "character" in the athlete as an important objective of the interscholastic athletic program. These authors outline strategies through which to achieve this objective, including: group meetings, setting standards for eligibility, setting an example as a role model, discipline, goal setting, and maintaining ethical standards of fair play and sportsmanship. (p. 34) Murphy (1978) finds interscholastic sports

a necessary component of secondary education "unique for its double dimension of fulfilling a need of the body and a need of the mind in a single thrust". (p. 48)

Keller (1982) lists school objectives for interscholastic athletic programs, stressing their relationship to the overall aims of education. They include:

- 1) Mental, physical, and emotional development of individual students,
- 2) Enhancement of the educational objectives of the school, providing experiences not otherwise afforded,
- 3) Provision of wholesome recreation and entertainment to students and spectators,
- 4) Fostering school spirit,
- 5) Gaining community support for the school.
(p. 33)

Organization and Administration of Interscholastic Athletics

Studies by Crocker (1973), McIntosh (1978), Matthews (1978), and Treslan and Matthews (1980) have articulated several problems in the organization and administration of extracurricular programs. These include: a lack of clearly articulated goals, poor planning, and financial constraints.

Treslan and Matthews (1980) found the administration of extracurricular programming in an Alberta school jurisdiction to be a function of each individual school with little evidence of board or district-level involvement. These researchers observed the school administrator holding a key position in the operation of extracurricular programs. (p. 20)

Healey and Healey (1976) discuss the importance of administration of interscholastic athletics. Pittman (1980) studied selected regional high school principals in Newfoundland and identified student activities as one administrative task area. Williams (1964, cited in Pittman, 1980) views the supervision of student extracurricular activities as an administrative function "to be performed by the secondary school principal throughout the school year". (p. 17) Wood et al. concur, stating that "idealistically, the principal should have time to spend each day for the supervision of activity programs". (p. 203) Alley (1974) adds:

The extensiveness of an athletic program, including interscholastic athletics, may make the delegation of authority a necessity, but, the responsibility for its relation to the total educational program must remain under central administrative control. (p. 311)

"A Brief to the Department of Education and the Department of Rehabilitation and Recreation on Physical Education and Athletics", (1973) prepared and submitted by the N.L.H.S.A.F. executive clearly articulates the need for school administrator involvement in athletic activities. This brief reads, in part, as follows:

We believe that in the best overall interest of the student, all school centered athletic activity should be purposed, planned, executed and evaluated, by a school centered administrative body that includes in its membership school administrators, physical education teachers and coaches. (p. 1)

Summary

This chapter has concentrated on writing and research in four broad dimensions of the subject: historical development, educational value of extracurricular activities, educational value of interscholastic athletics, and organization and administration of interscholastic athletics.

The literature supports extracurricular activities in general and interscholastic athletics in particular as endeavours which can enhance the educational experience of youth and can contribute significantly to the realization of the overall aims of education. Research has indicated that program administration tends to be a function of the individual school unit with an absence of board-level control or policy development. While agreeing with most writers who view the principal as having primary responsibility in school athletic administration, some researchers suggest that a measure of board-level control may prove beneficial.

CHAPTER 3

THE INTERNSHIP

Type of Internship

The Descriptive Statement of the Internship in Educational Administration (M.U.N., 1974) outlines three categories of internship. They include the diversified internship, the specific internship, and the integrated internship. These categories are outlined as follows:

The diversified internship emphasizes experiences in a variety of areas resulting in a broad scope of exposure to educational administration, whereas, the specific internship emphasizes experiences somewhat more finite, leading to in-depth training within a limited scope. The integrated internship combines the elements of both the diversified and the specific. (p. 8)

The approach taken for this study can best be explained as one involving the functional areas of educational administration. An integrated internship has been undertaken within this realm to emphasize experiences in a variety of areas within a specific educational dimension: extracurricular programming. It was felt that utilization of the integrated approach could afford the best vehicle through which to examine interscholastic athletic administration in this province.

Placement and Duration

This internship study was completed under the auspices of the Newfoundland-Labrador High School Athletic Federation, St. John's, during a 14-week period between April and July 1982.

Objectives of the Internship

The Department of Educational Administration, Memorial University of Newfoundland, outlines the broad objectives of an internship as follows:

- 1) To enable the intern to develop a more comprehensive view of educational administration.
- 2) To provide the intern with the experience of carrying real administrative responsibility.
- 3) To enable the intern to benefit from the experiences of a cooperating administrator.
- 4) To provide a testing ground for the beginning educator whereby the adequacy of his training, probable success as an administrator, and the type of position for which he is best suited can be determined.
- 5) To instill in the intern a correct interpretation of the code of professional ethics.
(1974, pp. 4,5)

The following specific objectives, focusing on the organization and administration of interscholastic athletics, apply to this internship study:

- 1) To prepare a report outlining the evolutionary development of the current organizational structure and programs of the N.L.H.S.A.F..

- 2) To study the organizational framework of the N.L.H.S.A.F. as it related to:
 - a) communication channels between schools, school boards, and the N.L.H.S.A.F..
 - b) decision-making regarding interscholastic athletic programs.
 - c) sources and distribution of resources which support interscholastic athletic programs.
- 3) To identify and assess those constraints extant in that organization which mitigate against effective administrative practices and program delivery.
- 4) To identify administrative task areas critical to effective administration of interscholastic athletic programs.
- 5) To outline creative initiatives being undertaken to augment administrative practices throughout the N.L.H.S.A.F. and to make recommendations for improving articulation and aggregation of interests.

These specific objectives are designed to relate to, and aid in meeting, those broad objectives outlined by the Department of Educational Administration.

Methodology

This study was conducted using the social-scientific procedure known as participant observation. Spradley (1980) points out the dual purpose of participant observation saying:

The participant observer comes to a social situation with two purposes: (1) to engage in activities appropriate to the situation and (2) to observe the activities, people, and physical aspects of the situation.

Participant observation is a method which actually results from a blend of a number of investigative techniques including: case study, formal and informal interviews, and document analysis. (McCall and Simmons, 1969, p. 1) Lutz and Iannaccone (1969) outline three forms of participant observation. These encompass participant as observer, observer as participant, and observer as non-participant. During this study the intern functioned primarily in the role of observer as non-participant. It was felt that this role afforded the intern the best avenue through which to work within this organization and, at the same time, facilitated application of related techniques such as document analysis and interviewing.

Internship Activities

1) Document Analysis: This activity, for the most part, involved examining N.L.H.S.A.F. documents relating to policy development, financing, communication, and organizational development. Documents such as policies, by-laws, the constitution, minutes of executive and Annual General Meetings, and N.L.H.S.A.F. position papers were hereby examined. This procedure also facilitated the preparation of an outline of the organizational structure of the N.L.H.S.A.F..

2) Participant Observation: These activities included attendance at N.L.H.S.A.F. executive meetings, attendance at the N.L.H.S.A.F. Annual General Meeting, assignment to assist the Executive Secretary in preparations for the Annual General Meeting, and administrative tasks after the Annual General Meeting. These activities were designed to afford the intern an opportunity to experience and acquire information on athletic administration in general and the N.L.H.S.A.F. in particular.

3) Interviews: Interviews were held with several people during the course of the internship in order to gather information regarding the following specific areas of interest:

- a) current administrative practices at the school and school board levels for interscholastic athletics,
- b) problems and constraints which affect interscholastic athletic programs, and
- c) the formation and development of the N.L.H.S.A.F.

Although most interview sessions were conducted in an informal atmosphere, using a discussion format, those of a formal, structured nature were also undertaken. The following questions were asked of school district superintendents and assistant superintendents from school districts across the province. (see Appendix B)

- 1) Has your school board articulated policy supporting interscholastic athletic programs and outlining the aims and objectives of such programs?

- 2) Who holds administrative responsibility with your school district for interscholastic athletic programs? Has this responsibility been formalized through job description board by-law or regulation, or other means?
- 3) What do you envision the role and contribution of athletic programs to be in education?
- 4) What means exist in your district for financing interscholastic athletic programs?
- 5) What factors, if any, constrain the athletic program in your district from achieving its goals?
- 6) Are you familiar with the objectives, organizational structure, and programs of the Newfoundland-Labrador High School Athletic Federation? If not, would such a familiarization be of benefit to you?
- 7) Through what channels are you able to communicate with, and have input into, the N.L.H.S.A.F.?
- 8) Do you perceive a need for greater input from a district perspective into the N.L.H.S.A.F. in any of the following areas?
 - a) Policy development:
 - b) Program management:
 - c) Regulations and/or scheduling:
 - d) Financing:
 - e) Other:

The following questions were asked of N.L.H.S.A.F. executive members and of the Executive Secretary:

- 1) In 1973 the N.L.H.S.A.F. prepared and submitted to government, a brief regarding physical education and athletics. What has been the effect of submitting this brief?
- 2) Records indicate that from early in its development, the N.L.H.S.A.F. has had association or affiliation with other athletic agencies, sport governing bodies, and advocate interest groups. What has been the purpose and results from such association?

- 3) As the name implies, the N.L.H.S.A.F. is concerned with school athletics. Furthermore, one of the premises upon which the organization was formed was support of the education values of such programs. In fact, there is a belief that such programs form an important part of the overall education of youth. Yet this organization is funded and operates through the Department of Culture, Recreation, and Youth and appears to have little or no affiliation or connection with either that department or school boards in the province. If this is so, what are the implications of such an arrangement?
- 4) Through what means does the N.L.H.S.A.F. generate finances?
- 5) It has been stated that the local zone associations are the very backbone of the N.L.H.S.A.F. Please explain the role of the zone association in the overall N.L.H.S.A.F. picture.
- 6) What do you perceive the role of the school administrator to be regarding interscholastic athletic programming?
- 7) Do you perceive a need for more visible support by school administrators in the operation of interscholastic athletic programs?
- 8) What factors constrain the N.L.H.S.A.F. in terms of its development and provision of services?
- 9) In terms of future development, what is on the N.L.H.S.A.F.'s horizon?
- 10) What initiatives are being undertaken to solve existing problems in interscholastic athletic programming?

4) All of the above mentioned activities have served to afford the intern an opportunity to examine the political interactions which have influenced the development of interscholastic athletics and the N.L.H.S.A.F.. Those inputs which regularly arise from the environment in the form of demands and supports and in turn influence, modify, and shape

the operation of the interscholastic athletic system were also examined in light of their effect on organizational change and development.

Summary

This chapter has described the general objectives of the internship in Educational Administration and the specific objectives of this internship study. As well, chapter three has outlined the various investigative techniques used to complete the study: document analysis, participant observation, and formal and informal interviews. The chapter concludes with a detailed accounting of the specific activities undertaken to complete the study.

CHAPTER 4

FORMATION AND DEVELOPMENT OF THE N.L.H.S.A.F.

The Newfoundland-Labrador High School Athletic Federation was formed in 1969 through the government Department of Provincial Affairs. The groundwork for this formation was initiated by Mr. Graham Snow, then director of the Physical Fitness Division of the Department. During his travels as director of the Physical Fitness Division, Snow had opportunities to meet with educators throughout the province who had an interest in interscholastic athletics. As a result of such meetings, the need for a provincial organization to organize and administer interscholastic athletics in Newfoundland and Labrador was realized. Through these meetings, views and concerns from across the province were articulated, and common ground was found upon which to begin development of a provincial organization for interscholastic athletics. These efforts culminated in February 1969 when Dr. G.A. Frecker, Minister of Provincial Affairs, officially activated the N.L.H.S.A.F. at a meeting in St. John's.

Delegates to the founding meeting not only represented several different geographical areas of the province but were representative of a number of different positions in the field of education as well -- supervisors, principals, and teachers. These delegates shared a strong

feeling that "school athletics made an important contribution to the goals of education and as such were an integral part of the total educational process. (N.L.H.S.A.F., 1973, p. 1)

The objectives of the N.L.H.S.A.F. were set out in accordance with that belief as follows:

- 1) To encourage participation in interschool athletics on the local and provincial levels through promotion and sponsorship of zone, regional, and provincial programs.
- 2) To establish a friendly and harmonious relationship among the secondary schools of Newfoundland and Labrador by sponsoring activities which promote the objectives of secondary education.
- 3) To encourage and maintain a high degree of sportsmanship at all levels of interschool activity.
- 4) To supervise and protect the interests of member schools by the establishment of standardized athletic policies.
- 5) To sponsor meetings, publications, and activities which will enable each member to profit by the experience of all other members.
- 6) To provide liaison between the member associations and allied provincial athletic associations. (Ibid., pp. 1-2)

In addressing the delegates, Dr. Frecker commended those concerned with the formation of the N.L.H.S.A.F.. He further emphasized his recognition of the growing need in Newfoundland and Labrador for the development of organized leisure-time programs for youth. (N.L.H.S.A.F., Feb. 15, 1969, p. 2)

These stated objectives, and the commitment which they indicate towards the student, have continued to be of paramount importance throughout the growth and development of the N.L.H.S.A.F.. This belief in the educational value of interscholastic athletics was clearly articulated by Walter Crotty, Executive Secretary of the N.L.H.S.A.F., in his submission to the Green Paper on Recreation Ministerial Committee in 1981. He stated on behalf of the Federation:

We in school athletics believe that the journey is more important than the arrival; that the lessons learned through participation are far more important than the championship trophy. (Crotty, 1981)

The N.L.H.S.A.F. began its program on a small scale. In 1969, its first year of operation, the Federation sponsored just one tournament; hockey for boys. In spite of these modest beginnings, the Federation experienced rapid and widespread growth. For example, by its fourth year of operation, 1971-72, the N.L.H.S.A.F. was sponsoring sixteen (16) provincial tournaments in six sports for boys and girls. It is significant to note that the participants in these provincial tournaments qualified through participation in no fewer than eighty (80) local zone tournaments held throughout the province. Student registration for all N.L.H.S.A.F. activities in 1971-72 totalled 4514. By 1982 this figure had more than tripled. During the school year 1981-82 over 460 tournaments were organized and conducted under the auspices of the N.L.H.S.A.F.. These included:

- 1) over 300 local zone tournaments,
 - 2) 143 regional tournaments,
 - 3) 24 provincial tournaments.
- (N.L.H.S.A.F., 1982, p. 4)

Table 1 illustrates the extent of N.L.H.S.A.F. participation and program growth from 1969 through 1982. Table 2 details participation by sport for 1981-82 for both boys and girls. In short, the years from 1969 to the present have been a period of remarkable growth and development for the N.L.H.S.A.F.. The Federation, founded with just seven local zone associations, today includes thirty-two (32) zones in nine regions in all areas of the province.

Table 1

Sport Offerings by Year and Student Participation
Statistics, N.L.H.S.A.F., 1969-1982

	68-69	69-70	70-71	71-72	72-73	73-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82
Softball	N/C	N/C	N/C	N/C	N/C	45	961	1054	1520	1414	1682	1589	1919	2120
Soccer	N/C	N/C	625	605	680	611	790	653	1006	869	1091	1061	927	1185
Cross Country	N/C	N/C	381	676 ⁺	679	385	679	795	1175	1009	1207	1198	1156	1311
Volleyball	N/C	N/C	573	1068	1351	1134	1806	1973	2729	1994	2984	3202	3409	3415
Hockey*	N/A	N/A	611	697	481	343	485	460	1010	637	935	844	1076	1126
Basketball	N/C	N/C	515	854	1105	1021	1458	1521	2181	1783	2682	3050	3226	3237
Wrestling*	N/C	N/C	N/C	N/C	N/C	N/C	180	79	174	234	230	255	296	245
Table Tennis	N/C	N/C	N/C	N/C	N/C	195	167	367	492	315	336	559	374	358
Badminton	N/C	N/A	64	334	N/A	38	207	411	568	491	715	930	703	775
Track & Field	N/C	N/C	N/C	676 ⁺	218	N/A	N/A	N/A	197	N/A	N/A	655	898	1374
Dropmball ^Δ	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C	N/C	211
Totals	N/A	N/A	2737	4234	4514	3772	6733	7313	11052	8746	11859	13313	13984	15357

N/A - Statistics not Available

N/C - Competition not held at Provincial Level

* - Boys only Δ - Girls only

+ - Track & Field and
Cross Country combined

Table 2

Participation by Sport,
N.L.H.S.A.F., for 1981-82

<u>Sport</u>	<u># Boys Teams</u>	<u># Girls Teams</u>	<u>Total Athletes</u>
Badminton	95	90	775
Basketball	145	134	3237
Cross-Country	100	89	1311
Hockey	58	7	1126
Soccer	60	13	1185
Softball	77	75	2120
Table Tennis	46	45	358
Track & Field	46	45	1374
Volleyball	136	155	3415
Wrestling	18	Nil	245
Broomball	Nil	15	211
TOTALS	781	668	15,357

CHAPTER 5

INTERNSHIP FINDINGS

The major purpose of this internship has been to study the organization and administration of high school interscholastic athletics in Newfoundland and Labrador. To facilitate the presentation of the findings of this study, Chapter 5 is divided into five sections. These represent the major areas of investigation of this study.

The Organizational Structure of the Newfoundland - Labrador High School Athletic Federation

Organizationally, the basic unit of the N.L.H.S.A.F. is the "zone association". A zone association is comprised of a group of schools associated for the purpose of organizing and delivering a program of interscholastic athletics at the local level. It is through membership in a zone association that an individual school becomes affiliated with the N.L.H.S.A.F.. Zone associations are responsible for the following duties:

- 1) Coordinate seasonal meetings of all administrators, physical education teachers, and coaches within their zones.
- 2) Conduct the business of the zone at such meetings described in (1) above consisting of the following:

- (a) Plan the zone schedule for all sports on the athletic calendar.
- (b) Decide on how zone winners are to be determined and ensure that tournaments are completed in time to meet N.L.H.S.A.F. deadlines (i.e., in order to advance to regional and/or provincial competition).
- (c) Provide for adequate officiating.
- (d) Contact other zone representatives when inter-zone play is involved.
- (e) Keep the President and Executive Secretary informed on the progress of play within the zone.
- (f) Submit a summary of the participation statistics to the N.L.H.S.A.F. office at the conclusion of each sport.

Delivery and management of the athletic program at the local level is wholly the responsibility of the zone association. The provincial organization neither finances nor controls the program at this level. Operating through an executive elected from representatives of member schools, zone associations have complete autonomy in their operation. Hence, zone associations are free to develop policy, standards, and regulations specific to local needs and conditions. The provincial organization does make suggestions but N.L.H.S.A.F. policies are offered only as suggested minimum standards for

zone operation, being enforceable only at regional and provincial levels.

In that the provincial office is unable to finance programs at the local level, zone associations and individual schools are left to their own devices to generate operating funds. The greatest cost factors faced in delivering the program are transportation, equipment and uniforms, and facilities (such as arena rentals).

As mentioned earlier, the N.L.H.S.A.F. is comprised of 32 zone associations. Figure 1 shows the location of these throughout the province. Ideally, a zone association will include schools from a particular area which are conveniently located for interscholastic competition among zone members. In some cases though, demographic factors along with the isolation and wide dispersment of some communities means that some zone associations cover a wide range of territory, and extensive travel is necessary.

The importance of the zone associations and the interscholastic athletic program at the local level cannot be overemphasized. This level of organization is the basis upon which the entire N.L.H.S.A.F. has developed. Every school team and athlete participating in the N.L.H.S.A.F. programs competes initially at the local level. The efforts and effects of the program at the school and local level produce many of the benefits attributed to interscholastic athletic programs which accrue to students. The educational benefits and the social benefits are certainly available to

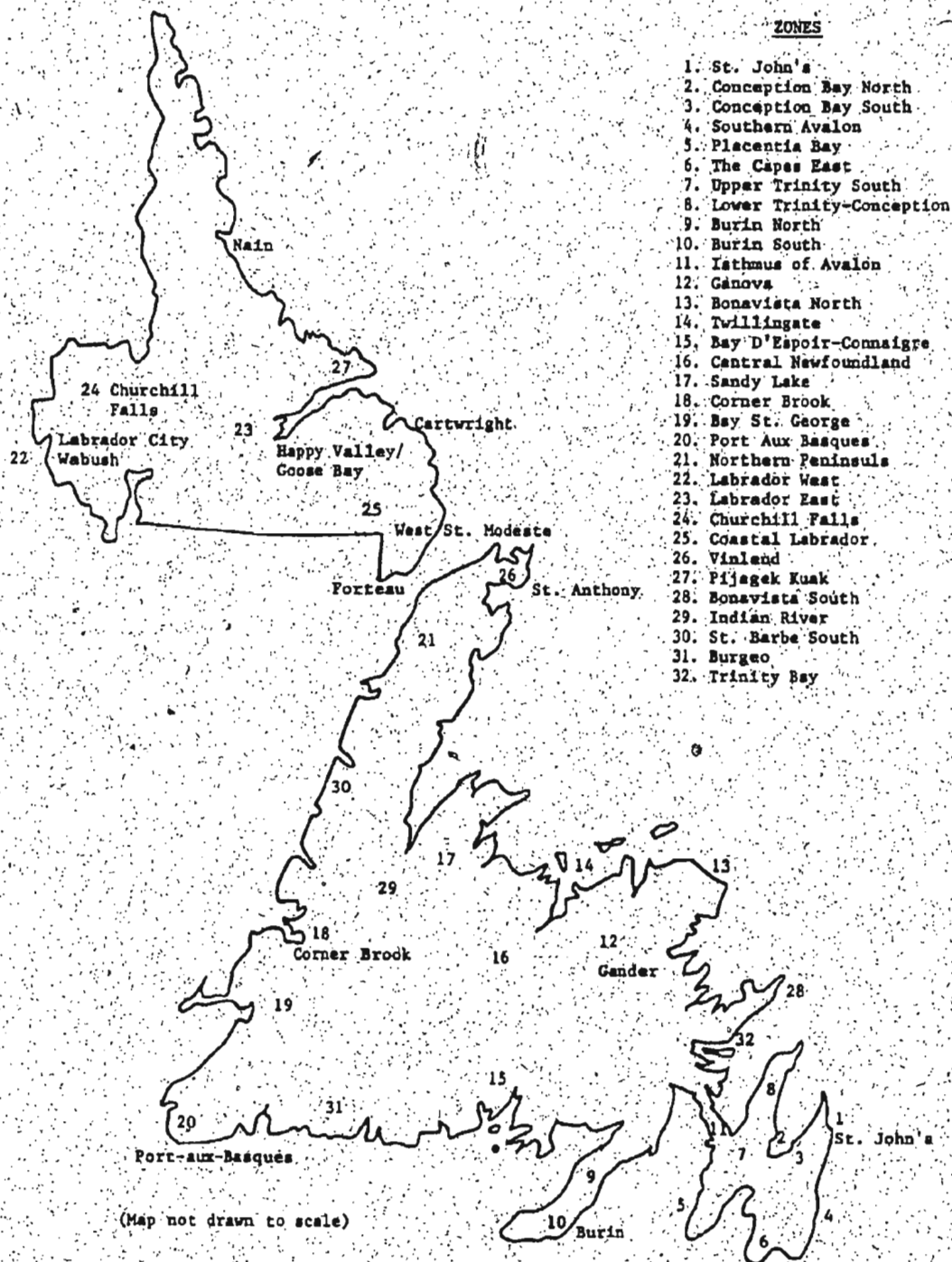


Figure 1. N.L.H.S.A.F. Zone Locations

the greatest number of students at this level. Success of all N.L.H.S.A.F. efforts depends upon the organization and delivery of programs at the local level.

Zone associations have direct participation in decision making at the provincial level in that each zone association has a vote in the legislative council of the N.L.H.S.A.F.. This council consists of 32 zone representatives, 9 regional directors, and 8 executive officers. The zone association's presence is not only important at the local level, but permeates all levels of the organization as well.

Each local zone association is situated in one of 9 N.L.H.S.A.F. regions. Figure 2 shows the location of these regions. The regional level of organization serves two primary purposes in the N.L.H.S.A.F.. This level provides groupings for tournament play leading to provincial competition. The Federation sponsors regional tournaments among winners of local zone tournaments in each region. Winners at regional and inter-regional tournaments then qualify for provincial championship competition.

Another important role within the regional organizations is that of the Regional Director. Each region elects a Regional Director who becomes a member of the N.L.H.S.A.F. board of directors. Representing the region at the executive level, the Regional Director is able to promote and protect the interests of the region at the provincial level as well as playing an active role in the policy decision-making

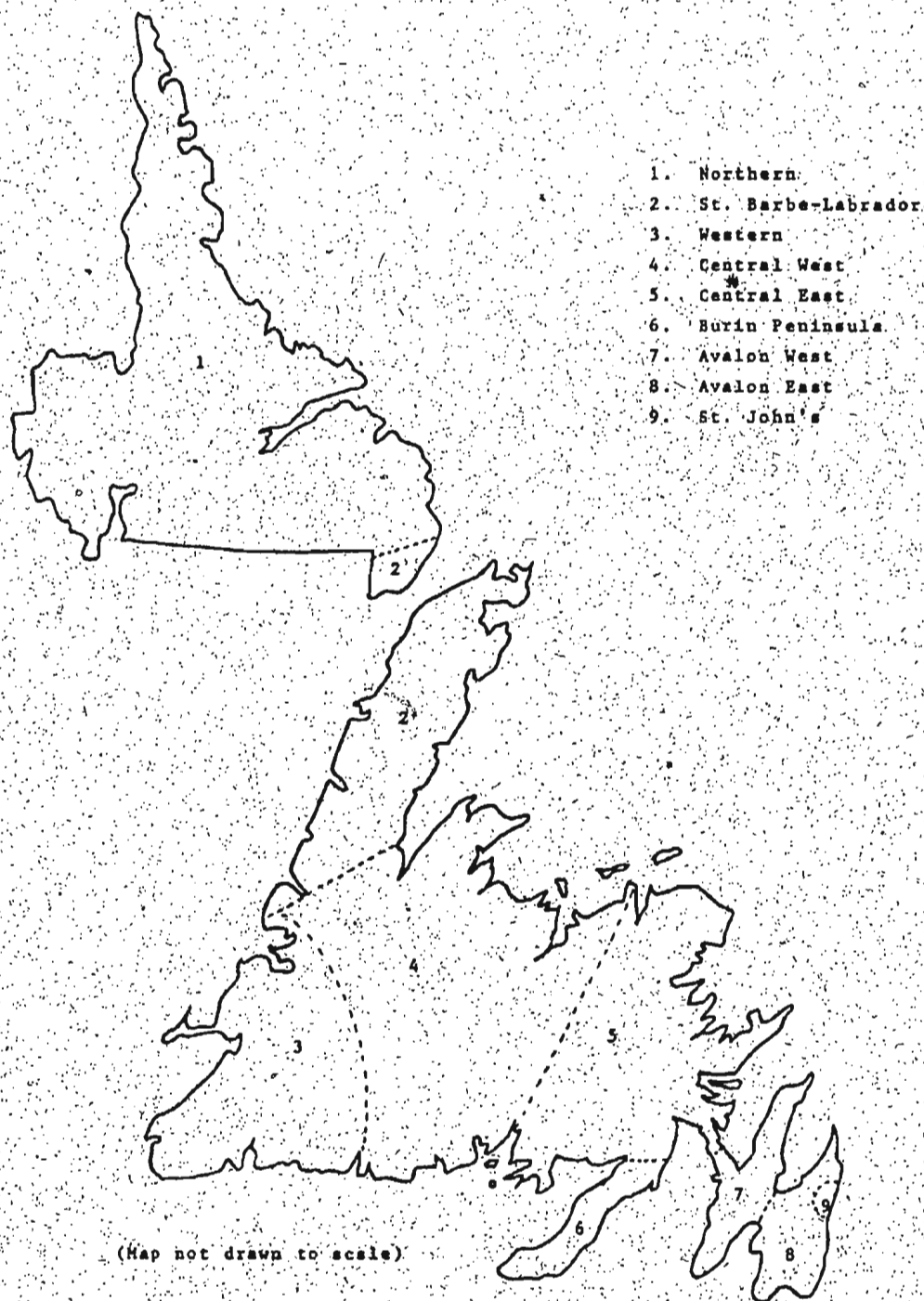


Figure 2. N.L.H.S.A.F. Region Locations

process. Regional Directors are responsible for convening at least two meetings per year of delegates from the zone associations of the region. The purposes of such meetings are to plan and coordinate the activities of the zones and region for the year and to organize and otherwise prepare for zone and regional presence at the Annual General Meeting. Such preparations include identification of problems and concerns, discussion of precirculated resolutions and motions, as well as drafting of resolutions and motions to be moved by the region or representatives of individual zones at the Annual General Meeting. In addition, reports must be prepared detailing the activities of the region for the year. These include participation data, problems and recommendations, and details of new initiatives in program delivery.

The Regional Director, then, serves an important role as a link between the autonomous zone associations and the provincial organization. On one hand he articulates the interests of the local zones in provincial deliberations and, on the other hand, serves as a field worker communicating and aiding in the implementation of programs at the regional and zone levels. The Regional Director also plays an important role within the region itself by aiding in the efforts to deliver local zone programs. The overall effect of the regional organization and the position of Regional Director is to improve the organization and management of N.L.H.S.A.F. programs. Programs are far too widespread to be administered effectively in the absence of the regional organization.

A diverse range of responsibilities and activities are found at the provincial level of the N.L.H.S.A.F.. From the outset it should be noted that this is the only area of the organization which has "paid" employees. All facets of the regional and zone organizations are administered and delivered on a volunteer basis. The provincial office of the N.L.H.S.A.F. employs the services of a full time Executive Secretary as well as an office secretary. The Executive Secretary is a civil servant paid by the Department of Culture, Recreation, and Youth.

The provincial office is responsible for the administration and delivery of a wide range of services to N.L.H.S.A.F. members at the zone and regional levels. The Executive Secretary, as chief administrator of the N.L.H.S.A.F., serves diverse administrative functions in the organization including, but not limited to, the following:

- 1) provide liaison between the provincial office and the zones associations and individual schools,
- 2) provide liaison with provincial and national sport governing bodies and with other inter-scholastic athletic associations,
- 3) act as treasurer, registrar, and secretary for the N.L.H.S.A.F.,
- 4) publish the N.L.H.S.A.F. newsletter,
- 5) operate the N.L.H.S.A.F. office,

6) coordinate all N.L.H.S.A.F. programs and services, including:

- (a) meetings,
- (b) tournaments,
- (c) clinics (officiating, coaching, etc.),
- (d) publications,
- (e) research and development,
- (f) records, and
- (g) publicity and public relations,

Organizationally, the provincial level of the N.L.H.S.A.F. is comprised of representatives of both the local zone associations and regional organizations, in that each member zone is a voting member of the legislative council as are all regional directors. Executive officers are elected annually by the legislative council at the Annual General Meeting. Thus, the decision-making body is designed to be open to all levels of the organization in that all sectors are represented and have access to the decision-making arena. Executive decisions, made periodically throughout the year by either the Board of Directors or the Executive, are subject to review by the legislative council at the Annual General Meeting. Figure 3 outlines the organizational relationship of the zone, regional and provincial organizations.

The provincial office is supported in implementing its programs by a Sports Commission. Commissioners are appointed by the Executive for each Federation sport. The rôle of the commissioners is to update and revise sport

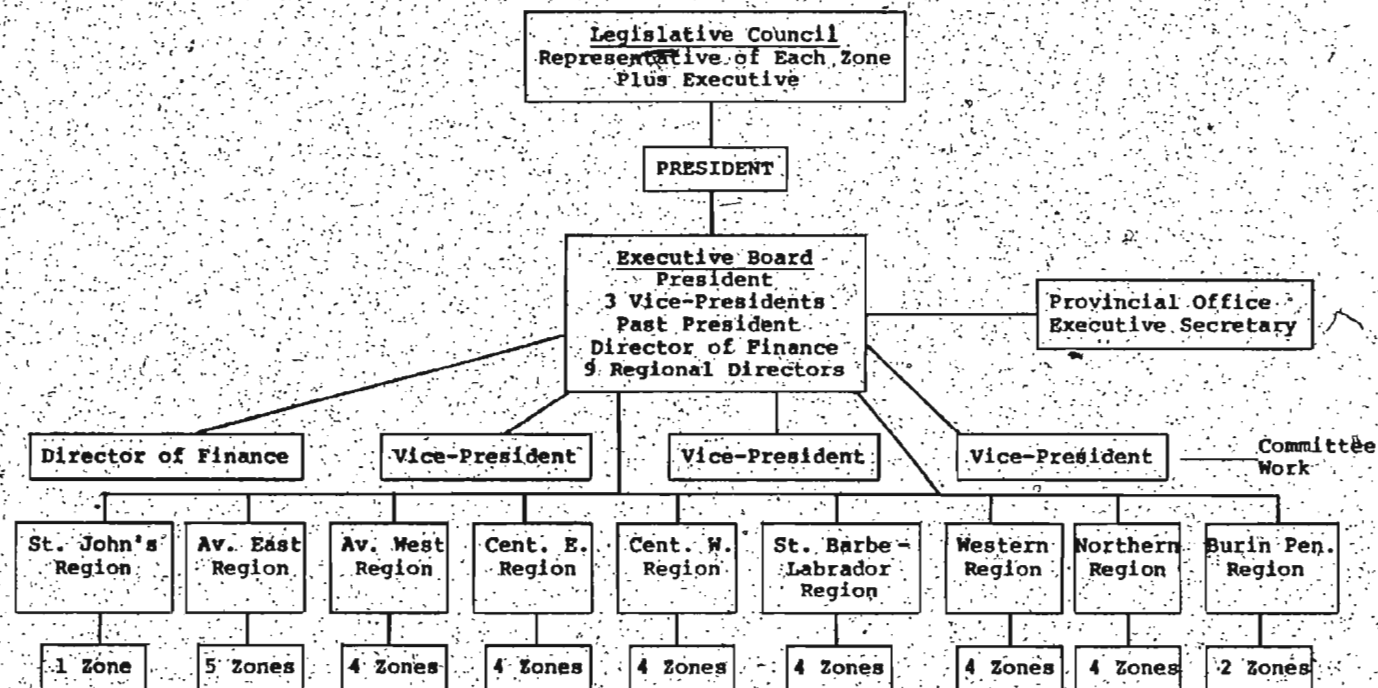


Figure 3. Organizational Chart

technical standards, liaise with sport governing bodies, and assist tournament convenors in the organization and administration of tournaments. The commissioners' role is of a staff nature in that they assist and advise but do not have a decision-making function.

In addition to delivering a part of the athletic program, the provincial office provides overall support services to members. These include: financial support, public relations, publications service, rule book service, professional development services, record keeping, research and development, communications, and liaison with other recreation, sport, and educational agencies. These services are viewed as critical in the development and maintenance of quality programs at the local and school level. In fact, these services are absolutely essential in support of the all-volunteer zone and regional programs.

Affiliation and Liaison with Outside Groups and Agencies

From its earliest beginnings, the N.L.H.S.A.F. has sought to affiliate with other groups and agencies which share similar educational and athletic interests. To this end the Federation endeavours to maintain liaison with sport governing bodies, athletic associations, and educational agencies such as the Newfoundland Teachers' Association, school boards, and the Department of Education. In the past such relationships have proven to be of some benefit to all

parties. In particular, sport governing bodies have benefitted by gaining access to the well organized N.L.H.S.A.F. programs and the N.L.H.S.A.F. has in turn benefitted in such areas as officials development and technical assistance from the sport governing bodies.

The Five Year Plan Committee, which was established subsequent to the 1981 Semi-Annual Meeting, identified improving liaison with outside agencies as a priority objective for the Federation to pursue. It is felt that the need exists for the Federation to make its presence more visible to school boards, government departments, Memorial University, N.T.A., Superintendents' Association, and others. The belief is that improved liaison is necessary in order to ensure continued and improved support, both financial and otherwise, for Federation activities.

The Federation executive has undertaken a number of initiatives in order to meet this objective. The executive has designated one of its members as "liaison officer" who is charged with the responsibility of maintaining and improving contact with outside groups. The Federation has identified a particular need to improve access to school boards and the Department of Education. A slide/tape presentation has been produced which outlines N.L.H.S.A.F. objectives, organization, and programs. This presentation was developed primarily for school boards and has met with some success in increasing awareness of Federation activities.

Currently the Federation receives funding and operates from the Department of Culture, Recreation, and Youth. There have been recent discussions as to whether the organization should seek transfer to, and official affiliation with, the Department of Education. The rationale for this is the overriding educational nature of the Federation pursuits. Philosophically, there is agreement that the transfer to Education should be made. It is believed that such a transfer would improve N.L.H.S.A.F. access to school boards and also lend additional credibility to the Federation presence. In spite of this belief though, such a transfer has not been recommended and is not forthcoming. This is due to the negative effects of a possible loss of support resulting from breaking ties with the Department of Culture, Recreation, and Youth. Currently, the Federation enjoys excellent support, both in terms of financing and technical services, from this department. The possibility of jeopardizing such a strong relationship far outweighs the potential benefits which may result from a transfer to Education. The Federation is currently seeking to improve liaison with the Department of Education without transferring to that department.

Policy Development for Interscholastic Athletics

It is evident that there is a lack of clear policy relevant to interscholastic athletics at the school board level. Although some boards indicate that they have

articulated policy, both in support of and to regulate interscholastic athletics, these boards are the exception. This lack of clear policy appears to constrain optimal growth and development of Federation programs. The N.L.H.S.A.F. executive is currently endeavouring to remedy this problem through the preparation of policy statements which will be circulated to school boards as suggested sample policies for possible adoption. The intent is to sensitize board members to the need for policy in this area and to offer input for policy content. These policy statements cover a range of concerns relevant to interscholastic athletics, including: student travel, insurance guidelines, administrative and philosophical support, and overall objectives of cocurricular programs. It is anticipated that as these policies are implemented in school districts throughout the province, improved administration and delivery of programs will result.

Although at the present time there is no formalized relationship between school boards and the N.L.H.S.A.F. for development of policy, structures do exist for school board input through the local zone organization. In most cases though, while opportunity exists, there is little interaction between school boards and the N.L.H.S.A.F. in development of Federation policy. In short, the N.L.H.S.A.F. receives little, if any, input from school boards.

In all areas of policy development within the N.L.H.A.S.F. there has been an effort to proceed within the guidelines of the education-related objectives upon which the Federation was formed. To some extent, this has limited the influence brought to bear on the Federation by other agencies. For example, while a particular sport governing body may emphasize development of "elite" athletes, N.L.H.S.A.F. programs have continued to reflect pursuit of educational benefits accruing to a wide range of students.

Financing Interscholastic Athletic Programs

Interscholastic athletic programs are financed primarily through two means: locally generated revenues and N.L.H.S.A.F. generated revenues. Programs at the local zone level do not receive financial assistance from the Federation. Each school and zone association is responsible for raising money for its own athletic program. Typically, money is raised by each school through such standard schemes as walk-a-thons, bake sales, raffles, and dances. In some cases school boards are able to contribute a certain amount of money in support of the athletic program. It should be emphasized that this does not appear to be a common occurrence. In some areas, these students who participate are assessed a share of the costs. The most commonly occurring means of generating revenue at the local level is through fund-raising schemes as mentioned above.

Increasing costs appear to be a widespread and growing problem in interscholastic athletics at the local level, especially in terms of transportation costs. This is most evident with those zones that are geographically widespread. The cost of travelling to zone competitions is far greater if schools in the zone are 50-100 miles apart (as in the case of Sandy Lake or Bonavista North zones, for example) than for schools in areas such as St. John's or Corner Brook which require little zone travel. Presently, there are no arrangements to equalize the varying costs of delivering interscholastic athletic programs in diverse geographic areas of the province.

The N.L.H.S.A.F. provincial office generates revenues from a number of sources to support regional and provincial programs as well as to provide services to zone associations. Primary sources of such revenues include:

- Membership Fees: Zone associations are assessed a membership fee on the basis of \$100.00 for each member school with an enrollment in grades 7-11 exceeding 100, and \$50.00 for each member school with an enrollment of fewer than 100 students.

- Tournament Entry Fees: Each team entering a regional or provincial tournament is assessed a \$10.00 entry fee. In the case of individual sports, a fee of \$2.00 per player is charged for provincial tournaments and \$1.00 per player for regional tournaments.

- Provincial Government Grant: The N.L.H.S.A.F. annually receives a grant from the Department of Culture, Recreation, and Youth for the purpose of meetings and tournaments. In 1981-82 the value of this grant totalled \$62,500.00. This government grant allows the N.L.H.S.A.F. to pay a portion of the transportation cost for teams travelling to regional and provincial tournaments. In addition to this, the Department of Culture, Recreation, and Youth provides for Office expenses to be met out of its vote.

- Labrador Travel Grant: The N.L.H.S.A.F. annually receives from the Department of Culture, Recreation, and Youth a grant to finance the costs of teams travelling to regional tournaments in Labrador and for teams travelling to provincial tournaments from Labrador. This allows for payment of 100% of the airfare for regional tournaments and 75% of the airfare for provincial tournaments. This grant amounted to \$70,000.00 in 1981-82.

Although the N.L.H.S.A.F. receives a generous share of those resources available from the Department of Culture, Recreation, and Youth, financing the interscholastic athletic program remains a major problem. The cost of delivering the N.L.H.S.A.F. program and related services is such that maintaining existing program levels is difficult, and future growth in either services or participation is impossible without additional funding. It is felt that individual schools cannot bear increased financial

commitment, nor is securing a significant increase in Culture, Recreation, and Youth funding a likely prospect. Faced with these constraints, the N.L.H.S.A.F. is endeavouring to secure new sources of income. Executive members are currently negotiating with a number of corporate/industrial concerns towards securing their sponsorship of N.L.H.S.A.F. tournaments. It is evident that delivering an interscholastic athletic program is a costly endeavour. Given the broad scope of such a program, the number of students involved, and current economic conditions, those involved can expect this to be an ongoing area of concern.

In distributing resources, the N.L.H.S.A.F. arrangements for regional and provincial tournaments financing appear to be as equitable as possible at this time. Teams are financed for travel on a per kilometer basis. This means that those teams travelling the farthest, hence incurring the greater costs, will receive more money. It should be noted, though, that expenses above the basic per kilometer rate must be borne by the individual school or team concerned.

At the local level, the cost of delivering interscholastic athletic programs depends, for the most part, on availability of facilities and the amount of travel required to participate in the local zone association program. At present, there are great differences between various areas in this regard. The situation is similar to the problem that exists in this province with regards to education in

general; that is, many of the isolated and rural areas find that not only is the cost of delivering educational programs greater in these areas, but they also have fewer resources from which to meet these costs than do the more densely populated urban areas.

Local Administration of Interscholastic Athletic Programs

Effective administration of athletic programs is essential if program aims and objectives are to be realized. This holds true especially for interscholastic athletic programs where the aims and objectives are as complex and diverse as are those in education. Additionally, sound administrative effort is needed in order to cope with changing demands, financial difficulties, and other needs which arise. Unfortunately, interscholastic athletic programs in Newfoundland and Labrador are not receiving sufficiently strong administrative support or service at the all important local level. Currently, volunteers at the local level in coaching and delivering the athletic program are not receiving adequate administrative support in their efforts. This is not meant to imply that school administrators do not offer moral support for those efforts; rather, it does suggest that through lack of expertise, time, or inclination, these volunteers are not able to complete important administrative tasks necessary for optimal performance of the organization. Coaches, who

usually have full-time teaching responsibilities, are finding it increasingly difficult to complete essential administrative tasks. Difficulties have been reported in areas such as planning, reporting, and communications. It does appear, however, that the teacher/coach is spending substantial effort in fund raising.

These difficulties in program management are a major problem faced by the N.L.H.S.A.F. today. The executive and legislative council have recognized this and are attempting to overcome the problem through professional development efforts. Such efforts center on presenting seminar sessions in the areas of communications, policy development, recruitment of personnel, and fund raising. Additionally, the Federation plans to develop a job description outlining the position and responsibilities of a school athletic director. It is hoped that ultimately a person within each school will be appointed to such a position to be responsible for administration of the entire athletic program. It is also hoped that the athletic director would receive 2 or 3 periods per week free from teaching duties in which to fulfill such responsibilities.

In the meantime local interscholastic athletic programs rely heavily on the cooperation of school principals and teacher/coaches for delivering the interscholastic athletic program. The addition of an athletic director position should not be viewed as one which infringes on the

principal's role. Rather, the athletic director will work under the leadership of the principal in delivering one of the many school services. The principal does play, and will continue to play, an essential role in initiating, supporting, coordinating, and evaluating interscholastic athletic programs.

A further need exists at the provincial level of the N.L.H.S.A.F. in terms of administration. As in 1973, when the executive realized that further growth and development were impossible without a full-time Executive Secretary, it is now realized that further program development and organizational growth is impossible without the services of a full-time Assistant Executive Secretary. This need has been identified as a priority objective in the current five-year plan. In fact, many potential N.L.H.S.A.F. developments are predicated on obtaining additional administrative staff. While government appears sympathetic towards this request, financial constraints are hampering such an appointment.

Summary

Chapter 5 has reported on the organization and administration of interscholastic athletics in Newfoundland and Labrador through several areas of interest, including: the organizational structure of the N.L.H.S.A.F., affiliation with outside groups and agencies, policy development,

financing, and local administration of interscholastic athletic programs. Throughout each section, problems extant in the current organization have been identified, along with ongoing efforts to overcome them.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

Conclusions Resulting from the Internship

As a result of the research, observations, and interactions undertaken during the course of this study, and through the field experience gained during the internship period, the following conclusions relevant to the organization and administration of interscholastic athletics in Newfoundland and Labrador are considered worthy of note:

1. Having experienced tremendous growth in just over one decade, a three-tiered organizational structure has evolved for the administration of N.L.H.S.A.F. programs. This structure ensures direct input in decision-making from each organizational level; local, regional, and provincial.

2. N.L.H.S.A.F. programs are aimed primarily at generating maximum student participation at the local level in a wide variety of athletic activities. It is felt that this thrust towards high levels of participation allows the greatest number of students the opportunity to avail of the educational, social, and recreational benefits of the program.

3. Effective administration of interscholastic athletic programs is essential at all organizational levels;

local, regional, and provincial, if educational and social objectives are to be achieved.

4. The school principal holds a critical position initiating, supporting, and coordinating this dimension of the school curriculum. For maximum effectiveness though, the principal should have opportunity to delegate much of the administrative responsibility for such programs to an appointed athletic director.

5. Currently the efforts of those teacher/coaches who deliver the local program are devoted almost entirely to coaching, supervising, and fund raising. As a result of this, local programs are not receiving the organizational and administrative attention required for optimal program outcomes.

6. Few school boards in this province have articulated policy relevant to interscholastic athletic programs. Program and policy development emanates primarily from individual schools at the local level. The N.L.H.S.A.F. legislative body makes policy concerning program operation at the regional and provincial level. Such policy, however, is only suggested to the autonomous local associations and has not been influenced by school boards in its development.

7. Absence of broad-based district level policy hinders consistent development, administration, and delivery of N.L.H.S.A.F. programs throughout the province.

8. The following problems were found to be constraining optimum program development and achievement of N.L.H.S.A.F. objectives at this time:

A. Although recognized as one of the best conceived and most organized sport advocate agencies within this province, there is a need for the N.L.H.S.A.F. to achieve a higher visibility among those groups outside of the realm of sport with which it interacts. The purposes, programs, and achievements of the Federation need promotion especially to school boards, superintendents, and Department of Education personnel. This is necessary if existing support is to be maintained and support needed for future growth and development is to be secured.

B. Increasing costs due to inflation and expanded N.L.H.S.A.F. services require that additional sources of revenue be found if current services are to be maintained. Growth and expansion of N.L.H.S.A.F. programs will remain at a standstill without increased funding.

C. There is an immediate need to employ the services of an Assistant Executive Secretary for the Federation. The outreach of the N.L.H.S.A.F. has grown extensively since the full-time Executive Secretary was employed. Growth has reached the point where additional professional staff is needed both for office management and field work purposes.

D. At the local level, teacher/coaches are overburdened with coaching, supervising, and fund raising.

activities. Consequently, little time is devoted to administering the athletic program. Likewise, principals, who are ultimately responsible for all dimensions of the school curriculum cannot be expected to personally administer the entire athletic program. Appointment of school athletic directors is necessary if programs are to receive the needed administrative attention.

9. The N.L.H.S.A.F. has undertaken initiatives towards overcoming its problems through a five-year plan. Priority objectives of the plan include:

- A. Improving liaison with outside groups.
- B. Securing additional sources of revenues.
- C. Securing the services of an Assistant Executive Secretary.
- D. Improving communication processes.
- E. Developing standardized policies on school athletics.
- F. Improving public relations.

This report has detailed the major difficulties currently faced by the N.L.H.S.A.F. and has also outlined a number of initiatives which are directed at overcoming them. Without restating each and every one, it is important, nonetheless, to underscore the importance of these efforts and to recommend in the strongest possible terms continued pursuit of these objectives.

Failure to secure the services of an Assistant Executive Secretary will confine Federation development

to a maintenance level at best, certainly leaving no avenue for growth and development. Likewise, without securing additional sources of revenue, it will be increasingly difficult to continue to offer the quality programs which are presently available to students in this province. Additionally, it is of paramount importance, in endeavouring to overcome difficulties and in planning for future growth, to improve access, communications, and cooperation with related agencies outside of sport. These would include Department of Education, school boards, and the private sector.

Recommendations Resulting from the Internship

Based on the conclusions presented in the previous section, the researcher offers the following recommendations:

1. As revenues become available, or can be generated, efforts should be made to equalize the financial burden incurred in offering interscholastic athletics at the local level. Although this idea runs contrary to the N.L.H.S.A.F. philosophy of the autonomous zone association, such a policy may well enable the rural zone associations, which incur high transportation costs, to become more active partners in the Federation which will be to the benefit of the students involved.

2. School boards should take immediate action to initiate policy development relevant to interscholastic

athletics. Such policies should outline board positions on the following:

- A. purpose and objectives of programs,
- B. educational value of programs,
- C. support for programs: financial, material, and philosophical, and
- D. responsibilities for organization and administration of programs at both the district and school levels.

3. The Department of Education should demonstrate greater visible support for N.L.H.S.A.F. programs and work in partnership with the Department of Culture, Recreation, and Youth in facilitating development, management, and delivery of all aspects of N.L.H.S.A.F. services.

4. Means should be developed through which inter-scholastic athletic programs can be evaluated in terms of their contribution to educational objectives, contribution to the student, and contribution to the school and society. Such an assessment can best be achieved if approached in a cooperative manner by the N.L.H.S.A.F., school districts, students, and the Department of Education.

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APPENDICES

APPENDIX A
Correspondence



MEMORIAL UNIVERSITY OF NEWFOUNDLAND

St. John's, Newfoundland, Canada A1B 3X8

Department of Educational Administration

Telex: 016-4101

Telephone: (709) 737-7647/8

April 2, 1982

Mr. Nathan Cutler, Superintendent
Bay D'Espoir Integrated School Board
P.O. Box 89
English Harbour West
Fortune Bay, Newfoundland
AOH 1M0

Dear Mr. Cutler:

I am writing to you in connection with our telephone conversation of last week regarding Robert Maxwell's proposed internship study entitled:

"A Study of the Organization and Administration of High School Interscholastic Athletics in Newfoundland and Labrador".

I send two copies of the study proposal for your perusal along with the set of questions Mr. Maxwell would like to present to your council's annual meeting in Corner Brook in May, 1982.

We would welcome your comments, if any, on both the questions and proposal itself. Furthermore, if you would indicate, by return mail, your willingness to have Mr. Maxwell address your council at the AGM on May 28, 1982, it would be greatly appreciated.

Thank you for your co-operation.

Yours sincerely,

Robert Maxwell
Researcher

Dr. Dennis L. Treslan
Internship Supervisor

Encl.



MEMORIAL UNIVERSITY OF NEWFOUNDLAND
St. John's, Newfoundland, Canada A1B 3X8

Department of Educational Administration

Telex: 016-4101
Telephone: (709) 737-7647/8

April 2, 1982

Mr. Walter Crotty
Executive Secretary
Newfoundland & Labrador High School
Athletic Federation
Torbay Recreation Centre
St. John's, Newfoundland

Dear Mr. Crotty:

We are writing to request permission to conduct through the offices of the NLHSAF, an internship study entitled:

"A Study of the Organization and Administration of High School Interscholastic Athletics in Newfoundland and Labrador".

The proposed study will be conducted by Robert Maxwell under the supervision of Dr. D. Treslan. The success of this endeavour will depend to a large degree on your willingness to accommodate Robert Maxwell as an intern in your organization and to make available for his examination NLHSAF policy, by-laws, executive meeting minutes, and other documents relevant to the organization and administration of your programs. If you are able to offer this assistance and are willing to accommodate Mr. Maxwell as an intern in the NLHSAF we would appreciate your reply to that effect.

A copy of the study proposal, which has been approved by the Department of Educational Administration is enclosed with this letter for your edification. Should you require any further information in this regard please contact us.

Yours sincerely,

Dr. Dennis L. Treslan
Internship Supervisor

Robert Maxwell
Researcher

Encl.



**Newfoundland Labrador
High School Athletic Federation**

70

Bldg. 25, Torbay Airport, St. John's, Nfld.
A1C 5T7 Telephone: 737-2795

1982.04.19

Mr. Bob Maxwell
c/o Dept. of Educational Administration
Memorial University of Newfoundland
St. John's, Nfld.

Dear Bob:

This will acknowledge receipt of your letter of April 2, 1982 requesting permission to conduct an internship study, through the offices of the Newfoundland-Labrador High School Athletic Federation.

Please be assured that we are most pleased to formally grant such permission through this letter. We will make available to you whatever documents, proceedings, minutes or position papers you may wish to examine. We will cooperate in assigning administrative work in connection with our Annual General Meeting, as well as our proposed Athletic Directors Conference. We will cooperate in any and all ways possible to make your internship a meaningful and educational experience.

We look forward to having you work with us, for the purpose of making both you, and us, better able to serve others, as a result.

Sincerely yours,

WALTER CROTTY
EXECUTIVE SECRETARY

WC:kc

c.c. Dr. D.L. Treslan



Newfoundland & Labrador

Association of Superintendents of Education

1982 05 10

Dr. Dennis L. Treslan
Department of Educational Administration
Memorial University of Nfld.
A1B 3X8

Dear Sir:

Relative to our conversation of April 23 this is to confirm the Executive's acceptance of your request to have Mr. Robert Maxwell circulate a questionnaire at the AGM on May 28, 1982.

Mr. Maxwell may have a 15-minute time slot at approximately 9 a.m. - May 28, 1982.

Yours truly,

Nathan Cutler
President

NC/amb

APPENDIX B

Questionnaire Delivered to Superintendents

A STUDY OF THE ORGANIZATION AND ADMINISTRATION
OF HIGH SCHOOL INTERSCHOLASTIC ATHLETICS
IN NEWFOUNDLAND AND LABRADOR

An Internship Study

by

Robert W. Maxwell

In partial fulfillment of the degree
Master of Education

Department of Educational Administration
Memorial University of Newfoundland

Research Questionnaire

Personal Data

Your Position: Supt. _____ Asst. Supt. _____ Other (Specify) _____

Type of Board: Roman Catholic _____ Integrated _____
Pentecostal _____ Seventh Day Adventist _____

District High School Enrollment _____

- 1) Has your school board articulated policy supporting interscholastic athletic programs and outlining the aims and objectives of such programs?

Comment:

- 2) Who holds administrative responsibility with your school district for interscholastic athletic programs? Has this responsibility been formalized through job description, board by-law or regulation, or other means?

Comment:

- 3) What do you envision the role and contribution of athletic programs to be in education?

Comment:

- 4) What means exist in your district for financing interscholastic athletic programs?

Comment:

- 5) What factors, if any, constrain the athletic program in your district from achieving its goals?

Comment:

- 6) Are you familiar with the objectives, organizational structure, and programs of the Newfoundland-Labrador High School Athletic Federation? If not, would such a familiarization be of benefit to you?

Comment:

- 7) Through what channels are you able to communicate with and have input into the N.L.H.S.A.F.?

Comment:

- 8) Do you perceive a need for greater input from a district perspective into the N.L.H.S.A.F. in any of the following areas?

- a) Policy development:
- b) Program management:
- c) Regulations and/or scheduling:
- d) Financing:
- e) Other:

Comments:

YOUR COOPERATION IS GREATLY APPRECIATED. THANK YOU.

Discussion of Survey Results
of Superintendents of Education

During the course of this study the intern attended the Annual Meeting of the Association of Superintendents of Education. During that time the researcher had opportunity to informally discuss interscholastic athletics with a number of superintendents and also to solicit their responses to several specific survey questions.

The purpose of using the survey was not to compile empirical data regarding interscholastic athletics. Rather, it was used to complement other field research techniques. Due to poor attendance during the latter stages of the Annual General Meeting, only fourteen school boards were represented to respond to the questionnaire. Nonetheless, this limitation notwithstanding, the discussions and survey revealed several important points.

1. All respondents cited educational as well as recreational benefits of interscholastic athletic programs.
2. Responsibility for administration of programs was placed with individual principals and physical education teachers.
3. Financing was left largely to participating schools. Two districts, though, indicated that they were able to offer some assistance to help offset program costs.

4. The most frequently cited problem as articulated by those responding was that of finance. When asked to cite existing problems, only two did not include financial difficulties. Other problems cited were: lack of proper facilities, shortage of qualified coaches, and travel constraints (time, distance, supervision).
5. Only two of the respondents indicated that their board had articulated policy regarding inter-scholastic athletics.
6. Comments included with returned questionnaires indicated a general satisfaction with existing management and delivery of N.L.H.S.A.F. programs. Few respondents perceived a need for greater board input in N.L.H.S.A.F. policy development except in the area of financing.

APPENDIX C

Time Frame of Internship Activities

Appendix C

Time Frame of Internship Activities by Week

	April	May	June	July
Development of Research Proposal	//			
Background Research and Office Orientation				
Document Analysis				
Informal Discussions, and Participant Observation				
Assigned to Administrative Tasks at N.L.H.S.A.F. Office				
Attendance at N.L.H.S.A.F. Annual General Meeting				
Attendance at N.L.H.S.A.F. Executive Meetings				
Meeting with Association of Superintendents of Education				
Focused Interviews				
Analysis and Compilation of Internship Findings				

// indicates activity ongoing



